

REPORT TITLE: HOMELESSNESS PREVENTION GRANT ALLOCATION - TRINITY

5 FEBRUARY 2024

REPORT OF CABINET MEMBER: Cllr Chris Westwood, Cabinet Member for Housing

Contact Officer: Karen Thorburn Tel No: 01962 848 076 Email: kthorburn@winchester.co.uk

WARD(S): ALL

PURPOSE

'Homes for all' and 'Living well' are key priorities identified within the Council Plan.

The council is committed to preventing and relieving homelessness, ensuring that everyone within the district receives housing advice and appropriate support if they are homeless or at risk of homelessness.

It is recognised that the council cannot prevent homelessness alone and works in close partnership with statutory, voluntary, and charitable organisations to achieve its outcomes.

The Department of Levelling Up, Housing and Communities (DLUHC) allocates the council an annual Homeless Prevention Grant (HPG). The grant enables local authorities to further control the flexibility of managing homelessness pressures.

In April 2023 the council was allocated £319,496 for the financial year 2023-24. A spending plan was agreed at Cabinet Housing on 21st March 2023 (CAB3393(H)). In August 2023 the council was allocated a further £277,857 HPG to recognise the increase of wider homelessness pressures.

Trinity, a partner organisation of the council has applied to the council to request a grant of £60,000 of the additional allocation of the HPG to fund the following:

£37,500 to support a Trinity Housing Manager

£22,500 to continue to employ a Move on Development Coach

RECOMMENDATIONS:

1. That the grant of £60,000 to Trinity from the HPG can be approved to fund Trinity's Housing Manager and the Move on Development Coach

IMPLICATIONS:

1 COUNCIL PLAN OUTCOME

- 1.1 The proposed allocation of part of the Council's HPG to Trinity supports the Council Plan 2020-2025 in respect of 3 key priorities of Homes for All, Living Well and Vibrant Local Community. It also supports the implementation of the Housing Strategy 2023-2028 and the Preventing Homelessness and Rough Sleeping Strategy 2019-2024
- 1.2 Homes for all
- 1.3 Provision of good quality affordable housing options meets the need of our most vulnerable and socially excluded residents, maximising opportunities to support people out of homelessness and prevent repeat homelessness.
- 1.4 Vibrant Local Economy
- 1.5 Provision of good quality affordable housing contributes to the local economy and with greater employment opportunities provides a pathway out of poverty and homelessness.
- 1.6 Living Well
- 1.7 The provision of good quality housing is linked to and has direct impact on wellbeing and health inequalities often faced by those vulnerable housed or homeless. Th ensure the council supports homeless households to integrate into our communities and to ensure all available support services are accessible.

2 FINANCIAL IMPLICATIONS

- 2.1 All housing authorities have in recent years been allocated HPG to assist with managing homelessness pressures and supporting those who are at risk of homelessness.
- 2.2 A detailed spending plan for the 2023-24 allocation of the HPG was set out in CAB3393(H) for the initial allocation of £319,496.
- 2.3 In August 2023 the council was allocated a further £277,857 to assist with additional homeless pressures.
- 2.4 It is recommended that the council approves the award of £60,000 from this additional tranche to fund Trinity to deliver the 2 projects outlined in points 12.8 and 12.9.
- 2.5 This leaves £217,857 remaining within the additional HPG allocation which the council at present is setting aside to assist in the potential increase in homeless pressures and social inclusion spending cuts currently being considered and proposed by Hampshire County Council (HCC).

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 The principal statutory provisions relating to homelessness are set out in Part VII of the Housing Act 1996 (as amended by the Homelessness Reduction Act 2017 enacted in April 2018).
- 3.2 The legislation sets out the duties and powers that apply to a local housing authority in relation to people who are homeless, or at risk of homelessness, having access to help provided they are eligible for assistance. The 2017 Act introduced a new duty on local housing authorities to take reasonable steps to prevent homelessness. The intention behind this duty is to try and prevent applicants becoming homeless, for example, by enabling them to stay in their current accommodation or finding somewhere new to live before actual homelessness occurs. The recommendations in this report are intended to meet the council's statutory duties.
- 3.3 The proposals outlined in the report for expenditure of this grant funding are all compliant and are permitted under the subsidy control regime (grants).
- 3.4 If the grant funding is approved, clarification on whether the appointment is subject to the councils Contract Procedure Rules (CPR's) (is a contract rather than a genuine grant) will be sought and appropriate action taken.

4 WORKFORCE IMPLICATIONS

- 4.1 None

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 Recommendations within this report have no immediate impact on the council property or assets.

6 CONSULTATION AND COMMUNICATION

- 6.1 Key Strategic Housing Officers, The Strategic Director responsible for Housing and the Cabinet Member for Housing have been consulted regarding Trinity's proposal and are all in agreement of supporting the grant.

7 ENVIRONMENTAL CONSIDERATIONS

- 7.1 Improved city centre environment through reduced street homelessness and associated street activity by offering sustainable housing provision, support and quality housing options. The homelessness outreach supports those out of rough sleeping and reduces the anti-social behaviour of those attached to city centre street activity.

8 PUBLIC SECTOR EQUALITY DUTY

8.1 Under s149 (1) of the Equality Act 2010 the council must have due regard, in the exercise of its functions, (and Cabinet must, as the decision maker in respect of the proposed decision, have due regard) to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act.
- Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share them.
- Foster good relations between persons who share relevant protected characteristics and persons who do not share them.

9 EQUALITY IMPACT ASSESSMENT

9.1 An Equality Impact Assessment has been completed to assess the impact of this decision. The impact assessment can be found at appendix 1 which concluded that discrimination against homeless people is an act of treating people or perceived people to be homeless unfavourably. The assessment considered those with 'protected equality characteristics' and concluded that the allocation to Trinity of part of the Homeless Prevention Grant will not negatively impact on any of those groups.

10 DATA PROTECTION IMPACT ASSESSMENT

10.1 Any subsequent change to council service delivery and policy will undergo a data protection impact assessment with service privacy statements reviewed.

11 RISK MANAGEMENT

Risk	Mitigation	Opportunities
Financial Exposure	<p>Some of the core duties are met from the general fund budget, the grant is used to enhance and improve service provision.</p> <p>This is a one off and fixed term grant and creates no long-term liability on the General Fund</p>	<p>Increasing and promoting earlier intervention and homelessness prevention services. Exploring alternative and discretionary housing options.</p> <p>An opportunity to offer enhanced and wider</p>

	Service Lead-Strategic Housing will monitor with CoE of Trinity	community support to the most excluded and vulnerable residents
Exposure to challenge	Compliance with the council's Preventing Homelessness duties is a legislative statutory duty	
Innovation	Opportunities for the council to work in partnership with statutory and voluntary partners on joint prevention homelessness initiatives above its statutory duties.	Opportunity to positively enhance the council's reputation through discretionary and joint preventing homelessness initiatives and projects through utilising the reserve and funded through the HPG
Reputation Risk of failing to deliver the council's statutory preventing homeless duties.	Prevent and relief homelessness duties implemented at the earliest opportunity	Opportunity to positively enhance the council's reputation by reducing homelessness and increasing alternative housing options. Good news stories, publicity opportunities.
Achievement of outcome Meeting homelessness statutory duties. Making best use of the government's Homeless Prevention Grant. Demonstrating best practice service delivery through partnership working and discretionary funding.	Government statistical returns Budget monitoring and reviews SLA with partner agencies.	Opportunity to positively enhance the council's reputation through discretionary and joint preventing homelessness initiatives and projects funded through the HPG.

12 SUPPORTING INFORMATION:

12.1 The 2023/24 Homelessness Prevention Grant (HPG) of £319,496 was awarded by DLUHC to enable local authorities to have control and flexibility in managing homelessness pressures and support those who are risk of homelessness and a further £ 277,857 was awarded in August 2023

12.2 The purpose of the HPG is to:

- Support the council to continue to meet its legislative duties under the Housing Act 1996 as amended by the Homelessness Reduction Act (2017).
- To prevent and end rough sleeping by increasing activities to prevent single household homelessness.
- Reduce the number of families living in temporary accommodation by maximising family homeless prevention opportunities.
- To reduce the use of bed and breakfast and emergency accommodation for families providing more stable interim housing opportunities.

12.3 It is recognised that the council cannot prevent or solve homelessness alone. As such this report sets out Trinity's grant request demonstrating an opportunity to work in partnership with the council to deliver the objectives within the council's preventing homelessness and rough sleeping strategy 2019-24 whilst underpinning the council's statutory housing responsibilities to ensure preventative initiatives are central to service delivery

12.4 Trinity is a Winchester Based charity which addresses the effects of homelessness and vulnerability through specialist practical and emotional support, proactive prevention empowering positive change. Trinity helps people who are vulnerable to the effects of homelessness, addiction, physical and mental ill health, poverty, social isolation, and domestic abuse. Trinity offers solutions, hope, choice, and control.

12.5 Trinity supports the council's Preventing Homelessness and Rough Sleeping Strategy 2019-2024 by running a holistic day service provision for c 600 clients annually through their Bradbury House day centre, which is partly core-funded by WCC, and by providing twenty units of intensively supported accommodation to break the cycle of repeat homelessness and to prevent people from returning to rough sleeping.

12.6 Trinity's activities align with the 4 strategic priority objectives in the council's Preventing Homelessness and Rough Sleeping Strategy 2019-2024:

Objective 1 – Providing person-centred early intervention and support –
Through their in-house counselling and health partnership with NHS St Clement's Surgery Trinity support over 300 people annually presenting with mental ill-health and complex needs, to ensure residents are able to sustain tenancies and not revert to rough-sleeping.

Objective 2 – Promoting systems change through partnership arrangements

– Trinity chair the Housing Pathway and Domestic Abuse Forum and work with the Social Inclusion Group to support over 100 victims of domestic abuse annually and partner the Police and Crime Commissioner to reduce anti-social behaviour.

Objective 3 – Ensuring sufficient supply of accommodation – Trinity raised £1.5m through a capital appeal to build 12 flatlets behind the existing day centre (Bradbury View). Trinity manages 8 units of accommodation in Hyde – Alleyne House. Trinity is currently running a further capital appeal to build 5 units of move-on modular housing on land provided by WCC/HCC. Trinity have raised approximately 90% of our £500k appeal target. Over the past 2 years they have helped 47 people move through the Trinity Pathway – from Street to Home.

Objective 4 – Provide support so no one needs to sleep rough in Winchester

– The Trinity Pathway – From Street to Home is a strengths-based, trauma-informed pathway out of rough-sleeping. In 2022-23 they supported 57 people found on outreach – an enabled an emergency crash bed for SWEP provision. Trinity also work with Winchester BID to promote the ‘Spare Change for Lasting Change’ initiative

- 12.7 Trinity is seeking a grant of £60,000 over an 18-month period to support two initiatives. The amount being requested represents good value for money against the proposed outcomes to be achieved. The council will make the payment in one sum in this financial year 2023-24
- 12.8 **Trinity Housing Manager** - The Housing Manager role involves supporting people to remain in accommodation, maintaining good rent accounts and taking a strategic view of Trinity’s future development as a housing provider. **Grant Request** – Year 1 £25k – includes additional salary / NI / Pension and Year 2 £12,500. This initiative is also being part funded by the National Lottery
- 12.9 **Move-on Development Coach (MODC)** – this role will work with the 20 residents of Trinity’s accommodation together with approximately 50 users of the centre and Women’s services who are in private rented accommodation or Housing Association properties without, or with minimal support.

Since the pandemic it has become evident that many of the 103 women presenting with domestic abuse issues are ‘locked into’ residing with a perpetrator and are unable to access safe accommodation for themselves and their children.

This is not a new role and was previously funded by Nationwide Building Society, the role is increasingly focused on this need. The role has been successful, and the coach will be there to help people move on from short

term support to permanent homes. The role has already assisted 37 people back into housing. A 'move-on' coach enables people to develop tenancy life skills through group and 1:1 support and navigate their housing options once they leave Bradbury View and its intensive on-site provision. The coach also assists people 'moving in' to our Alleyne House facility giving them light-touch support in sustaining long-term tenancies before 'moving them on' to permanent social rented homes and employment. Trinity is requesting funding to continue with this role, Grant Request – Year 1 £15k – includes additional salary / NI / Pension and Year 2 £7,500

12.10 The initiatives will be monitored and evaluated through a range of hard and soft measures.

- Numbers of successful 'move-ons' through stages 2 and 3 of the Trinity pathways into independent living.
- Sustainment of tenancies & prevent homelessness.
- Improved mental health and personal outcomes, this will be measured through 1-1's and group work with the mental health practitioner.
- Outcome Star tracking-every 3 months
- Reduction in substance misuse
- Counselling outcomes using the CORE_10 method adapted for trinity users.
- Employment and volunteering opportunities secured.
- User satisfaction surveys

12.11 The council's Service Lead for Strategic Housing meets with the Chief Executive of Trinity on a bi- monthly basis and will be monitoring these projects at these meetings.

12.12 A Service Level agreement (SLA) will be drawn up between the council and Trinity

13 OTHER OPTIONS CONSIDERED AND REJECTED

To not support the grant application. If Trinity is not awarded this additional funding to resource the positions of Housing Manager and Move-On Development Coach the organisation will be less able to help residents of Bradbury View and Alleyne House to move on efficiently and effectively through the Trinity Pathway – from Street to Home. This will create significant blockages in the system and reduce available accommodation for new clients entering the pathway. This could ultimately create a situation where rough sleepers will have to spend a longer time rough sleeping before a bed becomes available, at the detrimental health and wellbeing and possible risk of life to some vulnerable people.

The impact of this will be felt by the council which will need to commit more resources to responding to emergency homelessness / move-on requests which could otherwise be handled by Trinity.

BACKGROUND DOCUMENTS: -

Previous Committee Reports: -

CABV3393(H) Preventing Homelessness Grant Spending Plan 23/24 21st March 20213

<https://democracy.winchester.gov.uk/documents/s21912/CAB3340%20The%20Homelessness%20Prevention%20Grant%20Spending%20Plan%2022-23.pdf>

[BHP004, PREEVNTING HOMELESSNESS & ROUGH SLEEPING STRATEGY & ACTION PLAN 18 JUNE 2019](#)

[BHP019 HRA WELFARE FUND AND HOMELESSNESS PREVENTING GRANT SPENDING PLANS 22 June 2021](#)

Other Background Documents:-

None

APPENDICES:

Appendix 1- Equality Impact Assessment

Appendix 1

Winchester City Council
Equality Impact Assessment
Section 1 - Data Checklist

When undertaking your Equality Impact Assessment for your policy or project, it is important that you take into consideration everything which is associated with the policy or project that is being assessed.

The checklist below is to help you sense check your policy or project before you move to Section 2.

		Yes/No	Please provide details
1	Have there been any complaints related to the policy or project you are looking to implement?	No	We haven't received any complaints regarding how the council has spent the HPG (Homeless Prevention Grant) previously
2	Have all officers who will be responsible for implementing the policy or project been consulted, and given the opportunity to raise concerns about the way the policy or function has or will be implemented?	Yes	Portfolio Holder for Housing, Strategic Director for Housing and the Corporate Head of Housing contributed to the content of the report.
3	Have previous consultations highlighted any concerns about the policy or project from an equality impact perspective?	No	No, this grant is inclusive to anyone threatened with homelessness, who is currently homeless or has a history of rough sleeping. The 2 projects outlined in the paper are more inclusive than previous years carrying over some of the good practice projects from the previous year.
4	Do you have any concerns regarding the implementation of this policy or project? <i>(ie. Have you completed a self-assessment and action plan for the implementation of your policy or project?)</i>	No	Effective Monitoring will be put in place to ensure the 2 projects are implemented. They are already operating.
5	Does any accessible data regarding the area which your work will address identify any areas of concern or potential	No	It will support anyone who is homeless, threatened with homelessness or rough sleeping regardless of their protective characteristics.

	problems which may impact on your policy or project?		
6	Do you have any past experience delivering similar policies or projects which may inform the implementation of your scheme from an equality impact point of view?	Yes	This is in addition to the yearly spending plan & review on how the local authority will spend of the annual Homeless Prevention Grant, which is allocated from the government. The service has years of experience working with government grants and has received various new grant allocations in the financial year 2023/24. Service Lead has experience at both district and county level.
7	Are there any other issues that you think will be relevant?	No	

Section 2 - Your Equality Impact Assessment form

Directorate:	Your Service Area:	Team:	Officer responsible for this assessment:	Date of assessment:
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	Question	Please provide details
1	What is the name of the policy or project that is being assessed?	Grant to Trinity to support Trinity Housing Manager and A Move-on development coach.
2	Is this a new or existing policy?	No, we've previously supported Trinity through the Homeless Prevention Grant and other council grants
3	Briefly describe the aim and purpose of this work.	<p>The 2023/24 Homelessness Prevention Grant (HPG) of £319,496 as awarded by the Department of Levelling Up, Housing and Communities (DLUHC) is to enable local authorities to have control and flexibility in managing homelessness pressures and to support those who are at risk of homelessness. In August 2023 the council received an additional allocation of £277,857 .</p> <p>It is recognised that the council cannot prevent or solve homelessness alone. As such the homelessness prevention spending plans sets out areas of</p>

		<p>spend that best support partnership working opportunities whilst underpinning the council's statutory housing responsibilities to ensure preventative initiatives are central to service delivery.</p> <p>The HPG is the primary central government funding stream to assist the council and wider community in delivering their homeless services. The grant is ring fenced to ensure local authorities are fully resourced to take action to prevent homelessness and to continue to embed the changes required through implementation of the Homelessness.</p>
4	What are the associated objectives of this work?	<p>Support the council to continue to meet its legislative duties under the Homelessness Reduction Act 2017.</p> <p>To prevent and end rough sleeping by increasing activities to prevent single household homelessness.</p> <p>Reduce the number of households living in temporary accommodation by maximising family homeless prevention opportunities.</p> <p>To reduce the use of bed and breakfast and emergency accommodation for families providing more stable interim housing opportunities.</p>
5	Who is intended to benefit from this work and in what way?	All residents of the Winchester District who are threatened with homelessness, homeless, history of or are rough sleeping or seeking general housing advice.
6	What are the outcomes sought from this work?	To prevent homelessness, reduce the risk of homelessness and eradicate rough sleeping for residents of Winchester.

7	What factors/forces could contribute or detract from the outcomes?	External factors outside the control of the council and Trinity could affect the outcome and delivery of the 2 projects due to both organisations having to respond to factors such as economic factors, the cost of living, consequences of the lifting of evictions after the pandemic, the war in Ukraine, full asylum dispersal or the possibility of the closure of one of the partnering organisations that are delivering an intervention.
8	Who are the key individuals and organisations responsible for the implementation of this work?	Strategic Housing Service and Trinity.
9	Who implements the policy or project and who or what is responsible for it?	Trinity.

		Please select your answer in bold . Please provide detail here.		
10a	Could the policy or project have the potential to affect individuals or communities on the basis of race differently in a negative way?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, accessible at free of point of delivery.
10b	What existing evidence (either presumed or otherwise) do you have for this?	WCC Census (2011) 91.8% residents are White British, in 2022, 85.9% of Housing options customers were White British compared to 90% in 2021 , so other race groups would have been higher represented ensuring these ethnic groups are not negatively affected by the service.		
11a	Could the policy or project have the potential to affect individuals or communities on the basis of sex differently in a negative way?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, accessible for free at point of delivery
11b	What existing evidence (either presumed or otherwise) do you have for this?	The latest data from our Homeless system demonstrate; 29% male (single or with children) 42% female (single or with children) 29% couples with children		

12a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of disability differently in a negative way?</p> <p><i>(you may wish to consider:</i></p> <ul style="list-style-type: none"> • <i>Physical access</i> • <i>Format of information</i> • <i>Time of interview or consultation event</i> • <i>Personal assistance</i> • <i>Interpreter</i> • <i>Induction loop system</i> • <i>Independent living equipment</i> • <i>Content of interview)</i> 	Y	N	<p>Trinity has disabled access to accommodation, they are key partners in delivering the interventions outlined in the spending plan.</p> <p>Trinity has their own equality polices.</p> <p>All their staff have access to translation services, such as Big Word/Language Line</p> <p>Literature can be translated into different languages, larger type, Braille.</p> <p>The City Council's provide a homeless out of hours service available 24/7, 365 days of the year which can support residents and service users of Trinity</p>
12b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>2011 Census – 15.5% registered with a disability.</p> <p>Housing Options data in 2022 recorded 32.4% applicants registered with a physical disability (not including other disabilities) compared to 22% in 2021. Those with disabilities therefore are likely to have greater access to interventions through this budget.</p>		
13a	<p>Could the policy or project have the potential to affect individuals or communities on the basis of sexual orientation differently in a negative way?</p>	Y	N	<p>No-each intervention is available of any resident of WCC who is threatened with or homeless, accessible for free at point of delivery.</p>
13b	<p>What existing evidence (either presumed or otherwise) do you have for this?</p>	<p>81.7% Heterosexual 2.8% Homosexual 5.6% Other (This compares to 2% in 2021) 9.9% Prefer not to say No comparator</p>		
14a	<p>Could the policy or project have the potential to affect individuals on the</p>	Y	N	<p>No, the service will support anyone of any age.</p>

	basis of age differently in a negative way?			WCC and HCC have a joint working protocol for 16-17 year olds who are at risk homelessness or who are homeless. The council funds an alternative project from the HPG for this cohort.
14b	What existing evidence (either presumed or otherwise) do you have for this?	Funding two young person beds		
15a	Could the policy or project have the potential to affect individuals or communities on the basis of religious belief differently in a negative way?	Y	N	No-each intervention is available of any resident of WCC who is threatened with or homeless, accessible for free at point of delivery.
15b	What existing evidence (either presumed or otherwise) do you have for this?	Census 2011 63% Christian, 10% Other Not recorded on HCLIC		
16a	Could this policy or project have the potential to affect individuals on the basis of gender reassignment differently in a negative way?	Y	N	No
16b	What existing evidence (either presumed or otherwise) do you have for this?	Not currently recorded.		
17a	Could this policy or project have the potential to affect individuals on the basis of marriage and civil partnership differently in a negative way?	Y	N	Interventions are in accordance with legislation, statute, the Council's Housing Strategy, Council's rough sleepers and homeless prevention strategy. The council also works within other legislation such as the as Matrimonial Act 1973, 1996 Family Law Act
17b	What existing evidence (either presumed or otherwise) do you have for this?	No data on marriage		
18a	Could this policy or project have the potential to affect individuals on the basis of pregnancy and maternity differently in a negative way?	Y	N	Intervention available to all Extra protection in homeless legislation for pregnancy if facing homelessness or

				threatened with homelessness.
18b	What existing evidence (either presumed or otherwise) do you have for this?			

19	Could any negative impacts that you identified in questions 10a to 15b create the potential for the policy to discriminate against certain groups on the basis of protected characteristics?	Y	N	No
20	Can this negative impact be justified on the grounds of promoting equality of opportunity for certain groups on the basis of protected characteristics? Please provide your answer opposite against the relevant protected characteristic.	Y	N	Race: Sex: Disability: Sexual orientation: Age: Gender reassignment: Pregnancy and maternity: Marriage and civil partnership: Religious belief:
21	How will you mitigate any potential discrimination that may be brought about by your policy or project that you have identified above?	Not applicable		
22	Do any negative impacts that you have identified above impact on your service plan?	Y	N	No

Signed by completing Officers	Charlotte Quinn, Housing Options Manager 15.01.2024 Karen Thorburn, Service Lead- Strategic Housing 15.01.2024
Signed by Lead Officer	Gillian Knight, Corporate Head of Housing. 15.01.2024

